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COOPERATIVE FARMING

POLICY AND PROGRAMME

09 JAN 2017

MINISTRY OF COMMUNITY DEVELOPMENT & COOPERATION

COOPERATIVE FARMING

POLICY AND PROGRAMME

THE PRINCIPAL, RURAL EXTENSION TRAINING CENTRE
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MINISTRY OF COMMUNITY DEVELOPMENT
AND COOPERATION

(DEPARTMENT OF COOPERATION)

GOVERNMENT OF INDIA

APRIL, 1961

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INTRODUCTORY

This brochure attempts to set out briefly the important features of co-operative farming, the main policy decisions of the government and rights and responsibilities of the members of co-operative farming societies. It is hoped that this will facilitate proper appreciation of the principles, methods and techniques of organisation and operation of co-operative farming. The brochure contains only the broad outlines and is not exhaustive.

2. Co-operative farming is a voluntary method by which the farmers and landless cultivators help themselves. They pool their uneconomic holdings, unutilised or underutilised manpower and other resources. They work together. Joint cultivation helps them in increasing their agricultural production, employment and total income.

3. Many of the farmers are not sufficiently conscious of the benefits of co-operative farming because its advantages have not yet been fully demonstrated under their own conditions. A decision has, therefore, been taken to organise about 320 carefully planned pilot projects in co-operative farming at the rate of one per district during the Third Five Year Plan. These projects, organised under varied conditions, would facilitate the evolution of suitable methods and techniques of organisation, operation and management. In addition, co-operative farming societies outside the pilot projects will also be encouraged and assisted.

4. Government would extend necessary technical and financial assistance to these societies. Care would, however, be taken to ensure that the initiative and discretion of the members are not in any way fettered in the day to day working of the societies.

Why Co-operative Farms ?

Co-operative farming is not a new concept. From time immemorial, farmers have helped each other with improved seeds and implements and have worked together for preventing water logging and wild life menace. Mutual-aid at the time of harvesting, weeding and other farm operations is a common practice. Unfortunately, these traditional practices are now on the ware adding to the difficulties of the farmers in increasing production.

2. Many of the small cultivators with tiny holdings cannot maintain bullocks, agricultural implements and other accessories essential for efficient cultivation. Even those who possess them, cannot utilise them fully or profitably. This is also the case with the available manpower. A number of farmers remain idle for a considerable part of the year because the land owned by them does not provide adequate employment and the available resources are so meagre that they cannot take up or develop subsidiary industries.

3. When a calamity occurs, the situation becomes worse. Illness for a short time brings misery for the whole year. If a bullock dies replacement becomes difficult. Thus men remains idle and the land remains uncultivated. Co-operative farming helps in resolving these and other difficulties.

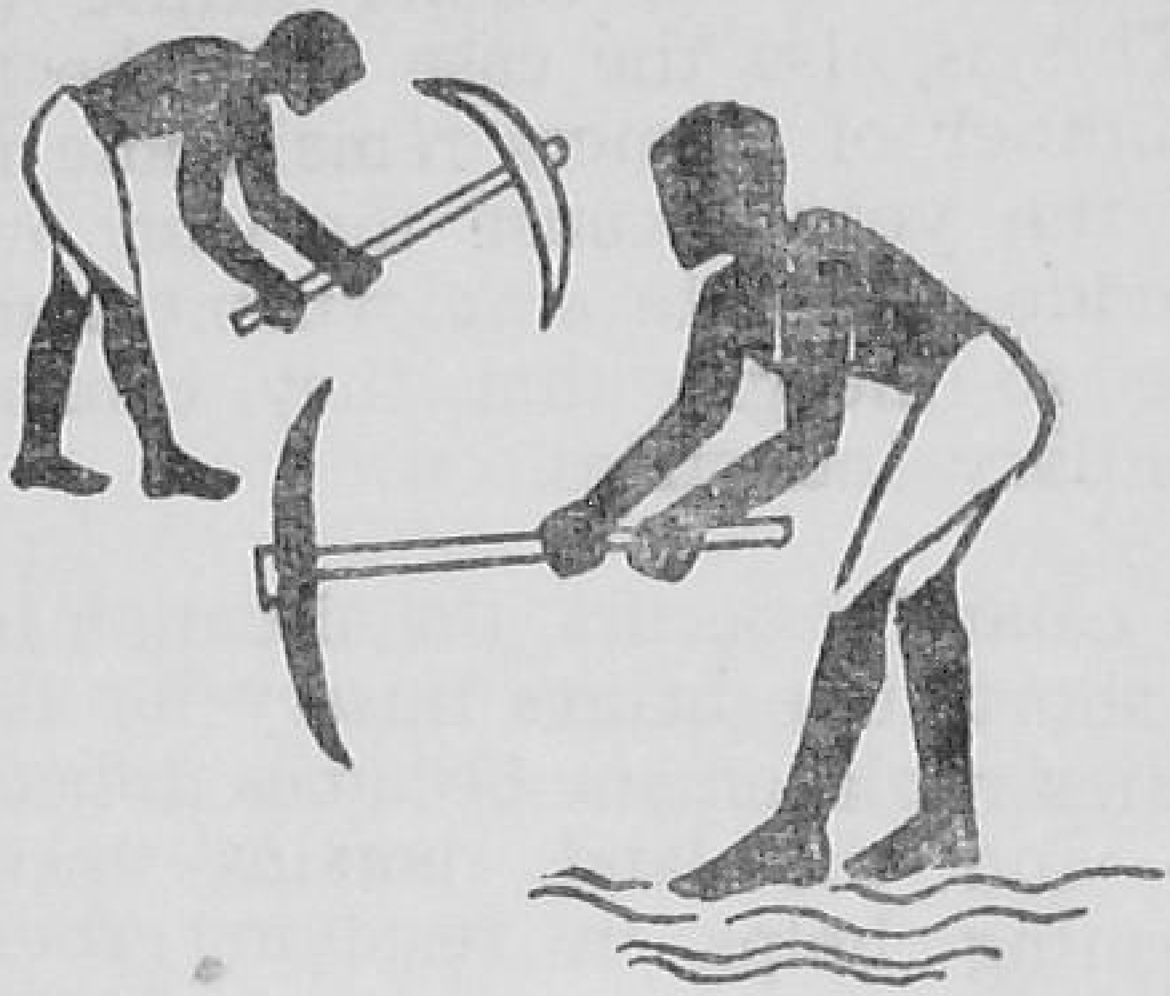
What is Co-operative Farming ?

4. Co-operative farming is, in a sense, an extension of the concept of joint family system to agriculture. The members come forward to organise the society of their own free will. Even though the members work together, they retain the autonomy of their family and kitchen.

5. A Co-operative farming society is a voluntary organisation based on the ideals of self-help and mutual aid. It is primarily intended to benefit the small farmers and landless cultivators. The members pool their lands and cultivate them jointly. They also pool their manpower and other resources. This facilitates a more rational use of resources, economies of scale and adoption of scientific methods of agriculture.

6. Co-operative farming aims at increasing agricultural production and employment. It also aims at improving the standard of living of the farmers by increasing their wealth and its distribution among them on the basis of justice and equality. It fosters the growth of a harmonious and cohesive society.

7. Co-operative farming necessarily implies pooling of land and its joint management. Land can be pooled in two ways (i) the ownership may be retained by the individuals or (ii) the ownership may belong or be transferred to the society. The societies in the first category are known as 'joint farming societies'. Those in the second category are called 'collective farming societies'.



Joint Farming.

8. A person who becomes a member of a joint farming society retains his ownership of land. His title remains unaffected by joint cultivation. The period of pooling of land is decided by the members at the time of registration. Normally, the land should be pooled for a period of at least five years, so that a society has a chance to work through good, bad as well as indifferent years and the scheme can receive a fair trial.

9. At the time of withdrawal, a member may get back his piece of land. In case, however, the land of the outgoing member cannot be returned without breaking up

the farm, another piece of equivalent productivity may be given to him at the edge. Cash compensation may also be given in lieu of land, if agreed to. The policy should be such as would not cause hardship to the outgoing member on the one hand or dislocate the work of the society on the other. A definite procedure for pooling and withdrawal of land should be laid down by the society at its inception.

10. A member would be entitled to receive a return for ownership of the land pooled by him according to its fertility, location and productive capacity. For instance, two persons each owning four acres of land desire to join a society. The average yield per acre of land of the first person is 14 mds. of wheat whereas the land held by the second person yields 7 mds. per acre. The first person would be entitled to a larger return than the second, possibly twice the quantity.

11. There are two methods for payment of the return for ownership. Firstly, it can be paid out of the gross produce. If this system is adopted, the return should not exceed the limit of rent prescribed in the tenancy law. Secondly, the return can be paid out of net farm business income which is arrived at after meeting various expenses from the gross income, such as (i) land revenue, (ii) rent on land taken on lease, if any (iii) interest payable on loans and deposits, (iv) instalment of principal due, if any, (v) working expenses (cost of seeds, fertilisers, other production requisites), (vi) wages to casual labour, (vii) management and other expenses. The balance which constitutes the farm business income is utilised for payment of return on land and remuneration for work done and provision of depreciation on plant and machinery. After meeting these charges, net profit is arrived at.

12. A part of the net profits is utilised for payment of bonus to members after providing for reserves. A substantial proportion of this is paid on the basis of work done by them. Those who work more, get more. Incentives are provided for good work and higher remuneration is paid for skilled work. A small proportion can also be utilised for granting bonus on the basis of return for ownership of land. The policy regarding distribution of bonus for work and ownership is to be decided by the

general body. The percentage of net profits to be used for creating various funds is laid down in the bye-laws.

Collective Farming.

13. In a collective farming society, the members voluntarily agree to vest their right in the land with the society. At the time of the transfer of ownership right, the lands are valued and shares are allotted to them individually in lieu thereof. Dividend on shares is paid out of net profits. In a collective farming society no return is paid in respect of ownership of land as such. Remuneration and bonus are paid on the basis of work done. Joint cultivation is a common feature of joint and collective farming societies. There is no other difference between the two forms (collective farming and joint farming) in so far as organisation, management and daily operations are concerned.

14. Persons who possess land generally find it easier to establish a joint farming society than a collective farming. The area and productivity of the land contributed by the members differ considerably. A joint farming society takes these into account in the distribution of income.

15. Collective farming societies are usually organised on government lands, waste lands or newly reclaimed lands where allotment is made in favour of the society itself. In order that these societies become viable units they should be organised in compact blocks of reasonable size.

16. As in a joint farming society, the affairs of a collective farming society are managed by the members in a democratic manner without state control or direction.

Organisational Pattern.

17. Soil, climatic and rainfall conditions vary from region to region, district to district and even within the same district. These variations influence the cropping pattern and the agricultural practices in a significant way. The intensity of land use also differs from area to area. The man-land ratio is also not uniform. Apart from these considerations, the ability of the farmers to adopt improved techniques is an important factor to be taken into account in the organisation and operation of co-operative farming societies.

18. The methods and techniques evolved should suit the genius of the people and the local conditions. A uniform pattern or patterns laid down from the Centre or State headquarters may not work in the field. A fixed formula or formulae are, therefore, likely to be of little avail.

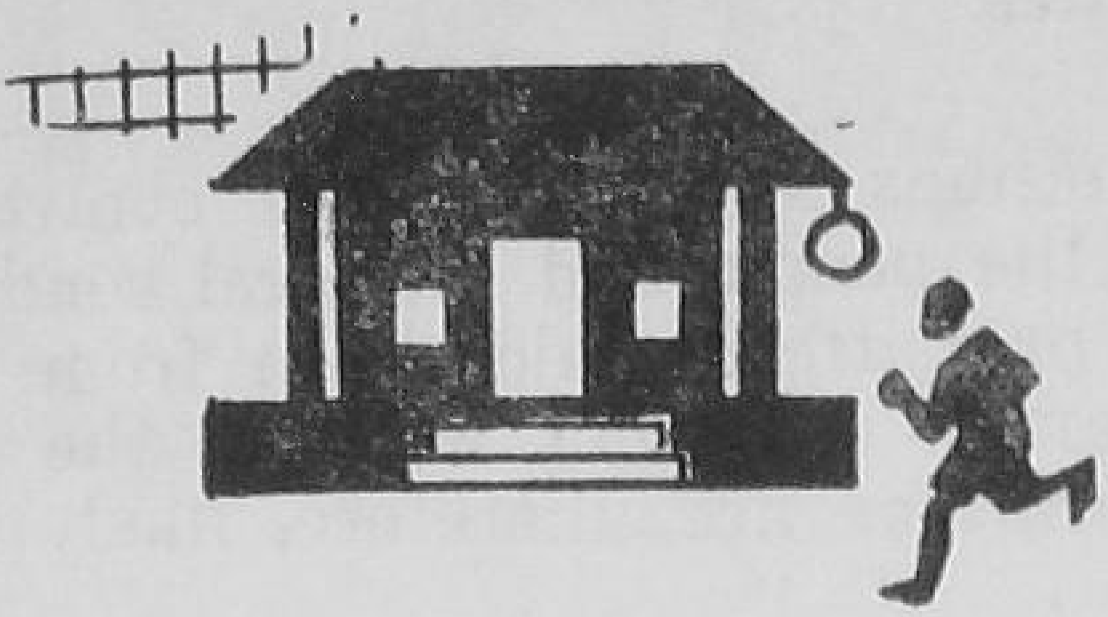
19. Before a society is registered, the members should have a clear appreciation of (i) the scope of increasing production, employment and income through joint efforts: (ii) specific tasks and schemes to be undertaken immediately as well in the near future to step up production; (iii) the sources from and the extent to which technical and financial aid would be available; (iv) rights and duties of members; (v) procedures of farm management and (vi) model rules and regulations of the society.

20. Membership should be open to those who are prepared to work on the farm or take part in other approved activities. Persons unable to participate in the farm work can also be admitted into the society. Their inability to work on the farm may be due to old age, physical disability, service or having land outside the area of the operation. The number of absentees and non-working members taken together should not exceed one fourth of the total membership. Lands belonging to non-members may be taken on lease provided it is permissible under the law.

21. In order to ensure that a co-operative farming society becomes an economic and viable unit in course of time, it would be desirable to work out a minimum size in terms of area and membership. This matter may be decided by the state government according to the local

conditions. Societies below the minimum size may be registered, but they would not be eligible for special assistance.

22. As regards the maximum size, it may be mentioned that compact and homogenous units are likely to prove more successful because there would be closer contact and greater social cohesion. The chances of friction and misunderstanding would be reduced.



Democratic Institution

23. A co-operative farming society is a democratic institution. There is no scope for compulsion or for enforcement of any idea without the consent of the members. The highest importance is attached to efficient business and human values.

24. Irrespective of the area of land pooled, the amount of capital or labour contributed by him, a member has one and only one vote. He has a right to work on the farm according to the production programme. He gets a share in the income of the society on a mutually agreed basis.

25. Every member has a right to participate in the deliberations of the general body and express freely and frankly his point of view. The democratic content of the society is judged by the extent to which the members actively participate in the meetings and influence the decisions. All major decisions relating to the working of the society are taken in the general meeting which is the supreme body. The power to take major decisions should not be concentrated in an individual, or a small group. Unlike members of other types of co-operative societies, the members of a farming society come together more frequently because the bulk of them work jointly. In

this process of participation, members develop initiative, sense of responsibility, mutual obligation and spirit of self reliance. They learn to abide by the decision of the majority. The growth of local leadership is also fostered.

26. The day to day management of the society vests with the elected managing committee headed by a chairman.

27. For maintaining the accounts and looking after the office work, the society employs a part time or a whole time secretary. He should preferably be a young local farmer and a member. In exceptional circumstances, outsiders may be appointed. While appointing an outsider, steps should be taken to train one of the members so that the outsider can be replaced at the earliest opportunity. A secretary should have studied at least upto middle vernacular class. In backward or tribal areas where men of even this qualification are not available, this may be relaxed.

28. The advantages of appointing a more qualified secretary from the local area are obvious. As the society makes progress and improves its financial condition, it may go in for a more qualified secretary who could provide better technical guidance.

29. The functions of the secretary are prescribed by the society. His work should not become merely supervisory or clerical. This might create a gulf between the members and the secretary. Besides keeping accounts, attending to office work, giving advice on problems of farm management, the secretary should in his spare time, participate in farm operations.

Pilot Projects

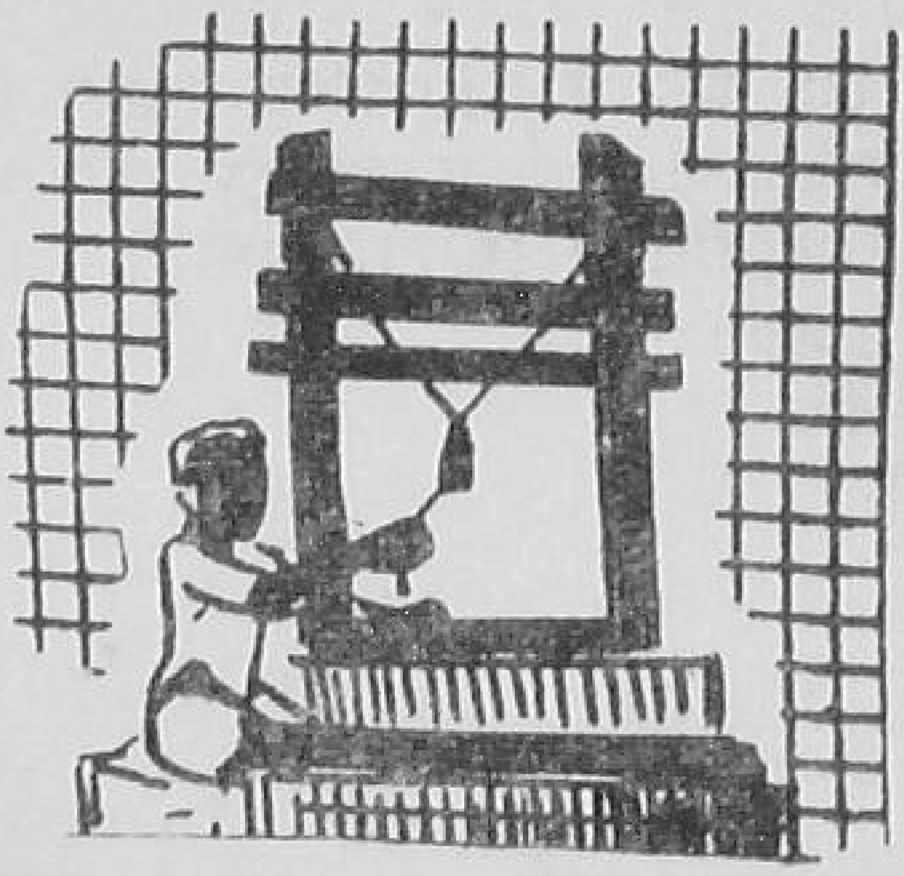
30. In the Third Five Year Plan, it is proposed to organise one pilot project in co-operative farming in every district. There would be about 320 carefully planned pilot projects in the country. In every project, a few villages would be selected as a starting point and co-operative farming societies organised in and around them according to the response received from the people. About ten societies should be organised in each pilot project. If these are not widely dispersed, it would be easier to provide effective technical guidance and supervision.

31. The pilot projects would demonstrate the advantages of co-operative farming to the farmers and act as catalytic agents for further expansion. A project has, therefore, to be organised in each district so that experience of the working of these societies in varied conditions may be gained, and suitable techniques of organisation and operation evolved.

32. In the implementation of the programme, emphasis should be on quality. If the quality is good, the programme will gather strength, the number will multiply manifold and the movement will gather momentum.

33. A pilot project should have a substantial number of new societies and should not include too many existing societies. About ten per cent of the existing genuine and promising societies may be included in the pilot projects. New societies can be organised on the existing cultivated holdings, waste lands, surplus land, Bhoodan land and Gramdan areas, etc.

34. A pilot project should be located in community development blocks where the co-operative movement and panchayati raj have made headway. In these areas good leadership is likely to be available and the people acquainted with the working of democratic institutions. Before selecting the block, the soil and climatic conditions should be carefully studied and areas frequently subjected to floods, draughts and distress, need not be selected for launching the programme in the first instance.



Guiding Principles

35. The following guiding principles should be taken into account while organising or reorganising a co-operative farming society :

(i) A society should be organised voluntarily. There should be no compulsion in any form.

(ii) The bulk of the members should be small farmers or landless cultivators or both.

(iii) Land should be pooled for a minimum period of five years. Withdrawal during this period might be allowed in exceptional circumstances *e.g.* a member leaving the village.

(iv) Cultivation through labour intensive methods should be the main activities of the farm. Ancillary activities like poultry, dairying, cottage and small scale industries should also be promoted. Maximum utilisation of local resources should be stressed.

(v) Good working conditions and better human relations should be created—they reduce tensions and facilitate working together.

(vi) The programme of consolidation of holdings should be coordinated with co-operative farming. It would be desirable to start pilot project societies in areas where consolidation work has been completed or where it is in progress. Consolidation of holdings, however, should not be a pre-requisite to the formation of societies.

36. Co-operative farming societies should take full advantage of the facilities provided by the service co-operatives in respect of supply of seeds, manures, fertilisers, etc. In the construction of godowns also, the programme should be co-ordinated. A co-operative farming society may, if necessary, become a member of the service co-operative. The short-term credit required by the farming society might be made available either by the central co-operative bank direct or by the service co-operative according to convenience and the local facilities and available resources.

37. It is necessary to ensure that the policies for promoting co-operative farming and service co-operative do not cut across one another. The two institutions should work in harmony and give strength to one another.

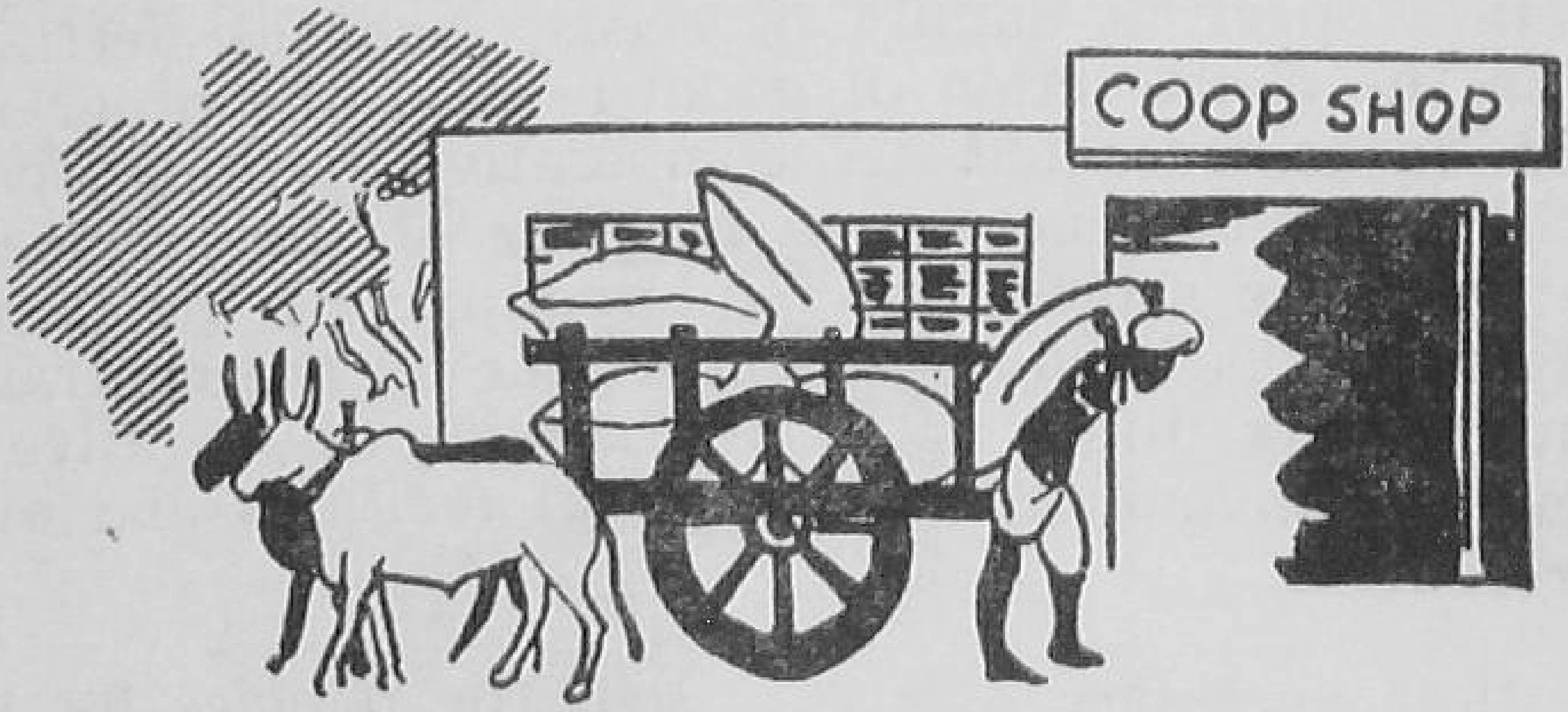
Policy Towards Existing Societies

38. Existing co-operative farming societies are classified into four categories, *viz.* (i) better farming, (ii) tenant farming, (iii) joint farming and (iv) collective farming. There were 5,409 co-operative farming societies

of the four types at the end of June 1960. The number of better and tenant farming societies in which land is cultivated individually was 2,934. There were 1,597 joint and 878 collective farming societies. Co-operative farming necessarily involves pooling of land and its joint management. Better and tenant farming societies which do not fulfil this condition should not be considered as co-operative farming societies. Even in some of the existing joint and collective farming societies lands are cultivated individually and there is no pooling of resources or joint operation. Such societies also cannot be considered as co-operative farming societies.

39. In assessing the character and performance of a co-operative farming society, the composition of its membership and the participation of members in actual farm operations and approved activities are important factors which should be looked into. The majority of members should work on the farm and the number of absentees and non-working members should not exceed one-fourth of the total number.

40. The existing joint and collective farming societies should be properly classified. The genuine and promising societies deserve encouragement and assistance. Others may be reorganised or weeded out.



Education and Training

41. A sound foundation for the growth of co-operative farming can be laid if the members join a society after carefully considering the pros and cons of the various issues involved and they continue to take active part in its affairs. They can do so if the members have the requisite knowledge about co-operative farming and their

rights and responsibilities. Besides the office bearers and members, there is the secretary. Then there are the extension workers in the C.D. Blocks who will provide technical guidance. It is essential that they have a proper appreciation of the policy and programme of co-operative farming. Therefore, organisation of programmes of education for office bearers, members and potential members, training of secretaries and orientation of extension staff is of highest importance.

42. The arrangements for the training of secretaries will be made by starting separate wings of co-operative farming at the selected extension training centres. Institutional training for about six months will be imparted to them during which class-room study, practical training at the centre and study tours of co-operative farms will be arranged. One month will be devoted to study tours. In the programme of class room study, talks and discussions will be arranged on (i) rural economics, co-operation, community development and panchayati raj; (ii) production—agricultural agro-industrial, etc., and (iii) organisation, management and operation of a co-operative farm, group works techniques, etc.

43. The available experience and facilities of reputed non-governmental educational institutions will also be utilised for the programme of training secretaries.

44. In order to acquaint the extension workers with the latest policy and programme of co operative farming and to enable them to discharge their responsibilities in this regard, study-*cum*-training camps will be organised at the training centres. As the extension workers have already received training in their special fields and have acquired practical experience, a period of about 3 weeks should be sufficient for orientation.

45. The programme of orientation would include lectures and discussions on the subject matter and study tours to co-operative farming societies. While on the study tour, the participants will make detailed study of two or three co-operative farms and one individual progressive farm or a state farm. At the co-operative farming societies, comparative study of the condition of members *vis-a-vis* non-members may be made.

46. For the education of office bearers and members, study camps and discussion groups should be organised. The period for each camp may be about 3 days. The camps should be located at a convenient place within walking distance from the residence of the participants. Generally, camps may be organised for a group of societies. Extension officers and staff of the area may be invited to participate. Their number should not exceed one-fourth of the total. Members should be encouraged to participate actively in the discussions. The topics for discussion should be decided by the participants themselves.

47. The purpose of these camps should be to discuss the concept and problems of co-operative farming, to remove doubts and confusion, if any, and to promote better understanding of each other's point of view. These camps might also be utilised for finding persons who might prove suitable as secretaries after undergoing institutional training. To begin with, camps will be organised in each area selected for pilot projects.

48. The resources and experience of other educational and non-governmental agencies engaged in constructive work such as Sarva Seva Sangh may be gainfully utilised for this purpose.

49. The co-operative farming societies may face a number of practical problems in their day to day working. A suitable system will have to be evolved for measurement of the performance of members. Incentives for good work will have to be provided and active participation of members in the meetings and other activities fostered. Besides these, the scope for land improvements of permanent nature will have to be determined. No doubt the societies will evolve suitable methods of tackling the various operational problems on the basis of their experience, they will also exchange their experience. It would however, be necessary to work out and supply them with guiding points. Agricultural colleges, research institutions and approved non-official associations will therefore be encouraged and assisted to undertake systematic study and research of specific problems.

50. In the programme of education, building leadership and creating a favourable atmosphere for joint farming, co-operative institutions (particularly the co-opera-

tive unions) and other voluntary and non-governmental agencies have an important role.

Financial Assistance

51. A co-operative farming society will require timely and adequate finance for its programme of production, land improvement and additional employment. The pooled resources of the members may not be adequate for financing the schemes. Therefore, it will have to secure finance from other sources such as co-operative banks and the government.

52. Unless adequate and timely financial assistance is available, a co-operative farming society may not be in a position to implement its programme. Difficulties of this nature have in the past affected the working of some co-operative farms. It would also be necessary in this connection to indicate the agencies from which finance will be available and to simplify the procedure. External assistance should not, however, tend to reduce the efforts of the society towards greater savings and capital formation. The society should plough back a part of its surplus, so that its dependence on outside agencies for obtaining the bulk of financial assistance is reduced and it becomes more and more self-reliant. The members should also invest a portion of their savings in the form of share capital and/or deposits for capital formation of the society.

53. It is also necessary to ensure that the society is not started with exaggerated hopes of outside aid. Excessive dependence on others would take away the initiative of the members and hamper their capacity to take right decisions. While assessing its requirements, the society should examine carefully, whether the investment would

be productive and repayments can be made from the increased production. The tendency to take up any scheme simply because some assistance is available should be avoided.

54. Loans are advanced by the bank to a society after taking into account its owned funds among other things. In the initial stages, the ability of the members of a co-operative farming society composed predominantly of marginal and sub-marginal farmers and landless cultivators to contribute to the share capital will be limited. Till a society is able to build up sufficient share capital, Government would participate in the share capital of co-operative farming societies in pilot areas. The amount subscribed by the government would not exceed Rs. 2000/- per society and would be equal to the amount raised by the members.

The share capital contribution by the government is to strengthen the financial position of the society and not to obtain control in its management. Government would not nominate any director or directors on the board of management of the society.

The society can retire the government capital as early as possible but in any case, not later than ten years. If a society does not need share capital contribution from government, it is not necessary for it to take it

55. Short term finance for meeting current agricultural expenses, *viz.* purchase of seeds, manure, fertilisers etc. should be provided by the central co-operative banks. It should also provide medium term loans. A co-operative farm would formulate a production programme, adopt a proper system of crop rotation, introduce techniques of efficient land management. The produce of the society would be sold through a marketing society. It would, therefore, be easier to effect recoveries of loans.

To induce co-operative banks to assist co-operative farming societies, government would contribute to their special bad debt reserve fund at the rate of 1 per cent of the additional loans advanced by them to co-operative farming societies in the preceding year.

56. On an average, a sum of Rs. 4,000/- per society has been provided in the co-operative plan of the states for medium and long term loans. This assistance can be drawn by a society to the extent that its requirements cannot be met by the central co-operative bank or land mortgage bank or from the funds provided in the schematic

budget of community development blocks. It is not the intention that the amount of Rs. 4,000/- would be available in addition to the resources provided to a society from the schematic budget or from the co-operative institutions.

57. For construction of a godown-*cum*-cattle shed, a sum not exceeding Rs. 5,000/- can be made available to a co-operative farming society, seventyfive per cent of this amount being loan and twentyfive per cent subsidy. The society should utilise local material and the members should contribute labour to the maximum extent.

The construction of a godown-*cum*-cattle shed should not be taken up as a matter of course simply because loan and subsidy are available. If the cattle are not pooled, cattleshed may not be necessary. Similarly, if the area of the farm is too small, it may not be economical to have a separate godown. Alternative storage facilities might be available with the service co-operative of the village or with other agencies. Investment on godowns should, therefore, be made after careful consideration.

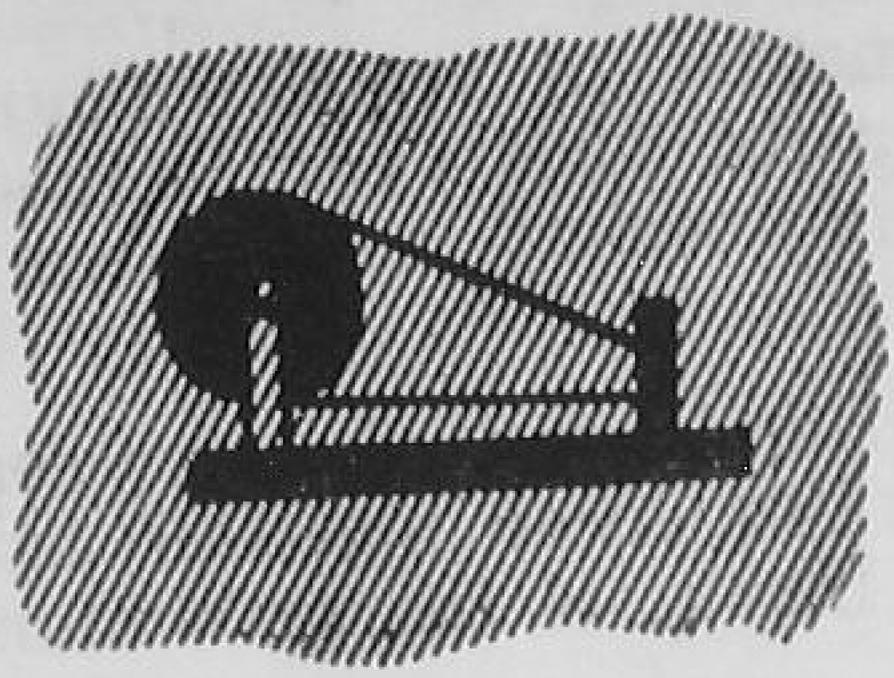
58. Cottage and village industries are an integral part of co-operative farming particularly when the bulk of membership consits of small land holders or landless cultivators. These societies are eligible to receive assistance from the schemes of Khadi and Village Industries Commission and those of the Ministry of Commerce and Industry on a preferential basis. The societies can undertake activities that suit local conditions and the skill of their members.

59. In order that the secretarial cost does not eat into the income of a society in the initial stages, a subsidy of Rs. 1200 spread over a period of three to five years would be given. It should be possible for the society to meet the cost from its additional income thereafter.

60. Co-operative farming societies outside the pilot areas would also be eligible for the assistance described above except the share capital participation by the government.

61. The Government of India do not give any assistance to co operative farming societies direct. The state gov-

ernments would provide the necessary assistance. The Government of India and the states share the expenditure according to the approved pattern.



Technical Guidance.

62. Co-operative farming is a part of the programme of agriculture and community development. Therefore, the concerned agencies and the staff should help in the implementation of the programme as one of their normal functions. Officers of the development departments in states at the district level would provide the necessary technical guidance.

63. The existing extension staff of the C.D. blocks will help co-operative farming societies in their efficient working. In particular, the block staff would assist the societies in

(a) formulating agricultural production programmes including crop patterns and land improvement measures, *e.g.* soil conservation, contour bunding, field re-arrangements, irrigation channels, conservation and utilisation of local resources, such as compost, waste materials, green manuring, etc.;

(b) preparing a scheme of mixed farming, such as poultry farming, dairying, animal husbandry;

(c) drawing up schemes of agro-industries, cottage and small scale industries, keeping in view the resources, talent and the local demand;

(d) securing funds available under block budget, G.M.F. schemes, Khadi Commission, etc.

(e) helping the societies in solving their day to day problems;

(f) maintaining friendly relations with the workers, and the members; and

(g) educating the farmers about the efficacy of co-operative farming.

64. Among others, the following factors contribute largely to the success of the programme:

(i) provision of timely technical guidance and supervision.

(ii) building up the organisational strength, technical competence and operational efficiency;

(iii) provision of adequate and timely financial assistance; and

(iv) maintenance of close co-ordination with the institutions and agencies interested in co-operative farming whose experience and resources would strengthen co-operative farming societies.

65. For auditing the accounts of co operative farming societies, an auditor is to be provided at the rate of 20 societies. The duties of the auditor include training and helping the secretary or member in charge of accounts in the proper maintenance of books and accounts so that the errors are reduced to the minimum.

66. At the state headquarters, there will be a whole-time officer in charge of co-operative farming.

67. At the national level, the Government of India have constituted a National Co-operative Farming Advisory Board for planning and promoting the programme of co-operative farming. The Minister for Community Development & Co-operation is its chairman. There are 23 members which include Deputy Minister for Community Development & Co-operation, Parliamentary Secretary to the Minister, four Ministers of state governments, four Members of Parliament, one Agriculture Economist and five non-officials connected with co-operative farming.

68. Important functions of the Board are to review the progress, to co-ordinate inter-state developments and experience, to suggest measures for fostering peoples' initiative and leadership in the programme and to help the state governments and state boards in formulating their schemes, if necessary. For ensuring more effective supervision and guidance and reviewing the programme, the

Board has an Executive Committee. The Deputy Minister for Community Development & Co-operation is its chairman.

69. It is also necessary to have a co-operative farming advisory board in every state for planning and promoting the programme. Some states have constituted such boards.

Conclusion.

70. Co-operative farming is not a programme isolated from the normal pattern of growth of rural economy ; nor is it an attempt at coercing the farmers—rich or poor to part with their land or forego their income thereon. It is voluntary in character and constructive in approach. It is an attempt to help the cultivators, particularly the small farmers and landless labourers to improve their standard of living by increasing production through labour intensive methods. This will also lead to a change in social attitudes engendering the spirit of self help and mutual aid for the development of the community. In short, it envisages a gradual change in the social structure for ensuring fuller utilisation of resources of the village for the benefit of one and all.

71. As the coverage, scope and effectiveness of service co-operatives are increased, as the system of panchayati raj develops initiative and strength and as the benefits of joint cultivation are demonstrated in the pilot projects, a congenial atmosphere will be created and the programme of co-operative farming will gain momentum. This entails a co-ordinated and continuous effort from the people and the government.

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